

Chapter 1: PROJECT DESCRIPTION

1.1 Introduction

This Draft Environmental Impact Statement (“DEIS”) for the proposed “Kingsboro Psychiatric Center Mixed-Use Project” (“Proposed Project” or “Project”), located in the East Flatbush section of the Borough of Brooklyn (Kings County), New York, has been prepared by the New York State Urban Development Corporation d/b/a Empire State Development (“ESD”) pursuant to the New York State Environmental Quality Review Act (“SEQRA”), codified in Article 8 of the Environmental Conservation Law, and its implementing regulations (6 NYCRR Part 617). ESD is serving as the Lead Agency for SEQRA.

Based on a SEQRA Full Environmental Assessment Form (“FEAF”), ESD determined the Proposed Project and certain actions related thereto, as described below (collectively, the “Proposed Actions”), to be a Type I Action per SEQRA, and that the Proposed Actions have the potential to result in at least one significant adverse environmental impact. ESD issued a Notice of Public Scoping and Intent to Prepare a DEIS for the Proposed Actions on December 19, 2022. ESD held a public scoping session on the Draft Scope of Work (“SOW”), a/k/a “scope of analysis,” to prepare an Environmental Impact Statement (“EIS”) on January 19, 2023.

Following a public hearing and collection of public comments on this DEIS, ESD will issue a Final Environmental Impact Statement (“FEIS”), followed by a Findings Statement in the ensuing months.

The Proposed Project, which ESD is advancing in collaboration with New York State Homes and Community Renewal (“HCR”), is part of New York State’s Vital Brooklyn Initiative, a comprehensive community development program that addresses chronic social, economic, and health disparities in Central Brooklyn. The Proposed Project envisions the comprehensive redevelopment of a site consisting of approximately 7.2 acres (the “Project Site”) on the westernmost portion of the parcel located at 681 Clarkson Avenue, Brooklyn, New York 11203 (Block 4833, Lot 1), which contains the Kingsboro Psychiatric Center (referred to herein as “KPC”), operated by the New York State Office of Mental Health (“OMH”) (see Figure 1-1, “Project Location”). The entire KPC site, including the westernmost portion that comprises the Project Site, is owned by the People of the State of New York acting by and through the Dormitory Authority of the State of New York (“DASNY”). The Proposed Project envisions the redevelopment of the Project Site with affordable and supportive residential housing, homeless shelters to replace those currently existing on the Site, and other uses, including community facilities, open space, related services, and a grocery store, by a development team consisting of Douglaston Development LLC; Breaking Ground Housing Development Fund Corporation; and the Brooklyn Bureau of Community Service (collectively, the “Developer”).

To facilitate the redevelopment of the Project Site for the Proposed Project, ESD proposes to adopt a General Project Plan (“GPP”) pursuant to the New York State Urban Development Corporation Act (“UDC Act”), which will provide an override of New York City zoning requirements to the extent necessary to support the Proposed Project. Public review and comment on the GPP will be coordinated with the SEQRA process. Following completion of environmental review of the Proposed Project and final approval of the GPP, ESD would acquire the Project Site from DASNY and reconvey it to entities controlled by the Developer.

In accordance with the GPP, the Developer would develop the Project Site with approximately 1,033,039 square feet (“sf”) of residential space; approximately 8,092 sf of commercial space; approximately 63,071 sf of community facility space; approximately 15 parking spaces; and 2.80 acres of open space, of which approximately 2.16 acres would be publicly accessible. The Proposed Project would include affordable homeownership opportunities for low- and moderate-income households.

Construction of the Proposed Project is anticipated to be undertaken in three phases, with the first phase commencing in July 2024 and the final phase being completed in June 2031, with full occupancy by December 2031.

1.2 Project Identification

PROJECT LOCATION AND CONTEXT

The Project Site is located in the East Flatbush section of Brooklyn, New York (see Figure 1-1, “Project Location”). It comprises approximately 313,632 sf (± 7.2 acres) of the KPC campus on the westernmost portion of Block 4833, Lot 1 (see Figure 1-2, “Tax Map”). The Project Site is bordered by Winthrop Street to the north, Clarkson Avenue to the south, and Albany Avenue to the west. The eastern portion of the Project Site, which does not have street frontage, adjoins the remaining portion of the KPC campus.

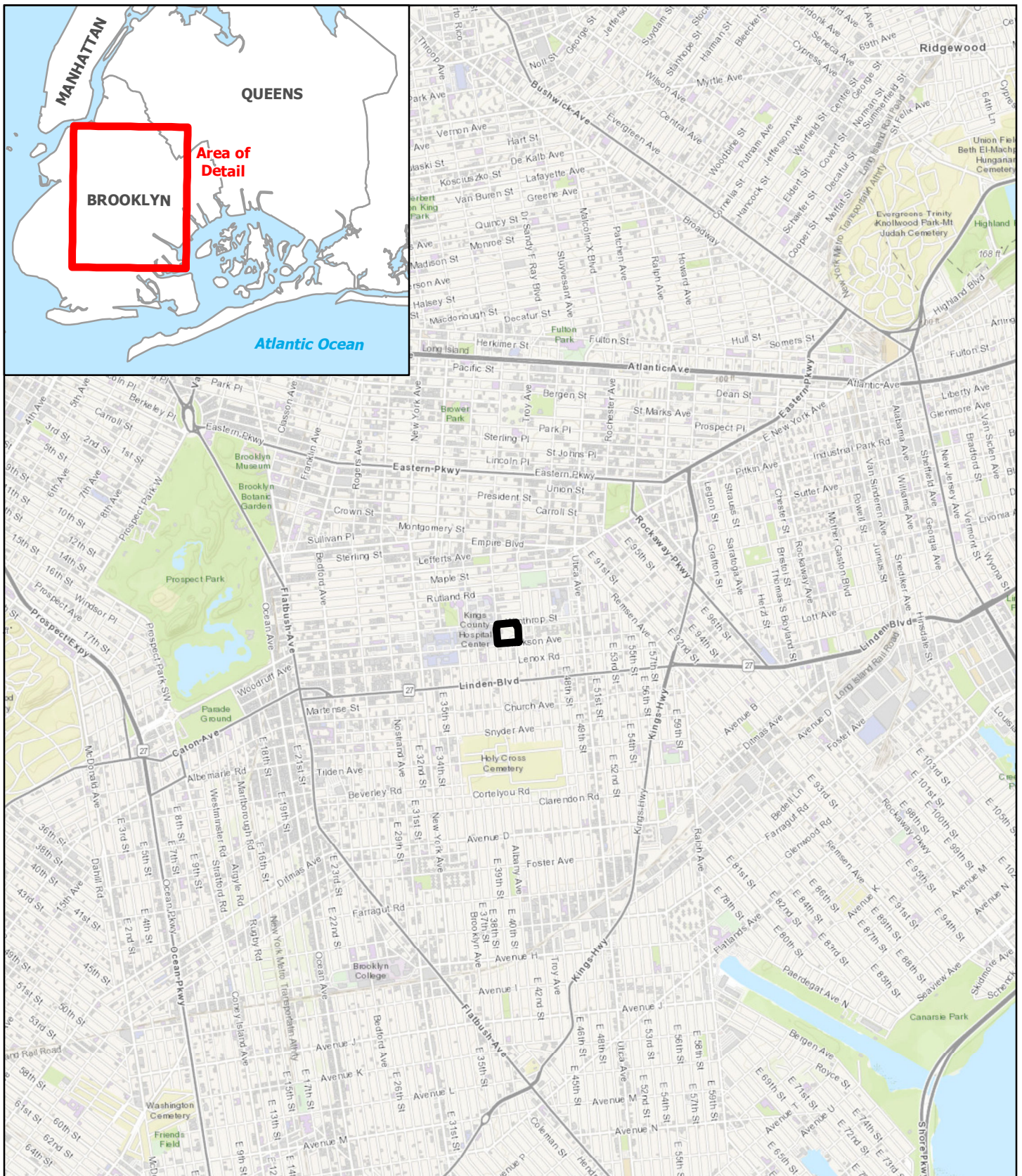
The KPC campus currently comprises all of Block 4833 and Block 4617, Lot 1, which is located east of Block 4833 between Winthrop Street to the north and Clarkson Avenue to the south. Properties located on the eastern side of Block 4617, comprising the entire block frontages along Utica Avenue, are privately owned and used for various commercial purposes. The portion of the campus located within the Project Site is currently surrounded by perimeter fencing and developed with five existing buildings, an internal driveway network, and landscaped areas (see Figure 1-3, “Aerial Photograph of Project Site and Vicinity”). Two of the buildings on the Project Site are utilized as single-adult men’s homeless shelters: (1) Kingsboro Short Term Assessment and Referral (“STAR”), a 221-bed shelter operated by the New York City Department of Homeless Services (“NYCDHS”) of the New York City Department of Social Services (“NYCDSS”); and (2) a 143-bed shelter operated by the Salvation Army (as contracted by NYCDHS) that is

part of a program serving those that are mentally ill and chemically addicted (“Kingsboro MICA”). Two other buildings on the Project Site are former garages that are now utilized by OMH for storage. The final building on the Project Site is not actively utilized due to safety concerns. The central portion of the Project Site is an unmaintained vegetated area that was the site of a now-demolished KPC building. An internal chain-link fence runs north to south along an internal driveway, separating the western portion of the Project Site, which contains the two homeless shelters, from the unmaintained vegetated area and the eastern portion of the Project Site.

Access to these buildings is provided by the internal driveway network of the KPC campus that traverses Block 4833. One of these driveways is horseshoe-shaped, with entrance and egress points on Clarkson Avenue. Landscaping and overgrowth, such as trees, lawns, meadow, and bushes, are present throughout the Project Site. Wrought-iron fencing with brick columns separates the Project Site from the surrounding streetscapes of Clarkson Avenue, Albany Avenue, and Winthrop Street. The Project Site’s eastern edge is defined by chain-link fencing separating it from the remainder of the KPC campus on the same block.

The portion of the KPC campus outside of the Project Site comprises the eastern portion of Block 4833, Lot 1 and the entirety of Block 4617, Lot 1. This portion of the campus includes 18 buildings, an internal driveway network, landscaped areas, and surface parking facilities which, collectively, serve as the KPC, providing psychiatric care to people with serious mental illness. The KPC provides comprehensive care, including crisis residence for discharged patients, transitional residences, and family care programs.

The Project Site is located among a large concentration of healthcare institutions in Brooklyn, including Kingsbrook Jewish Hospital, Kings County Hospital, the State University of New York (“SUNY”) Downstate Hospital, and KPC (which currently operates and will continue to operate on the remainder of the KPC campus, east of the Project Site). Residential neighborhoods developed with attached and semi-detached residences, as well as some multifamily buildings, are located to the north and south of the Project Site.



Source: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community; STV Incorporated, 2023.

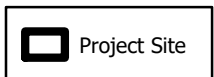


Figure 1-1

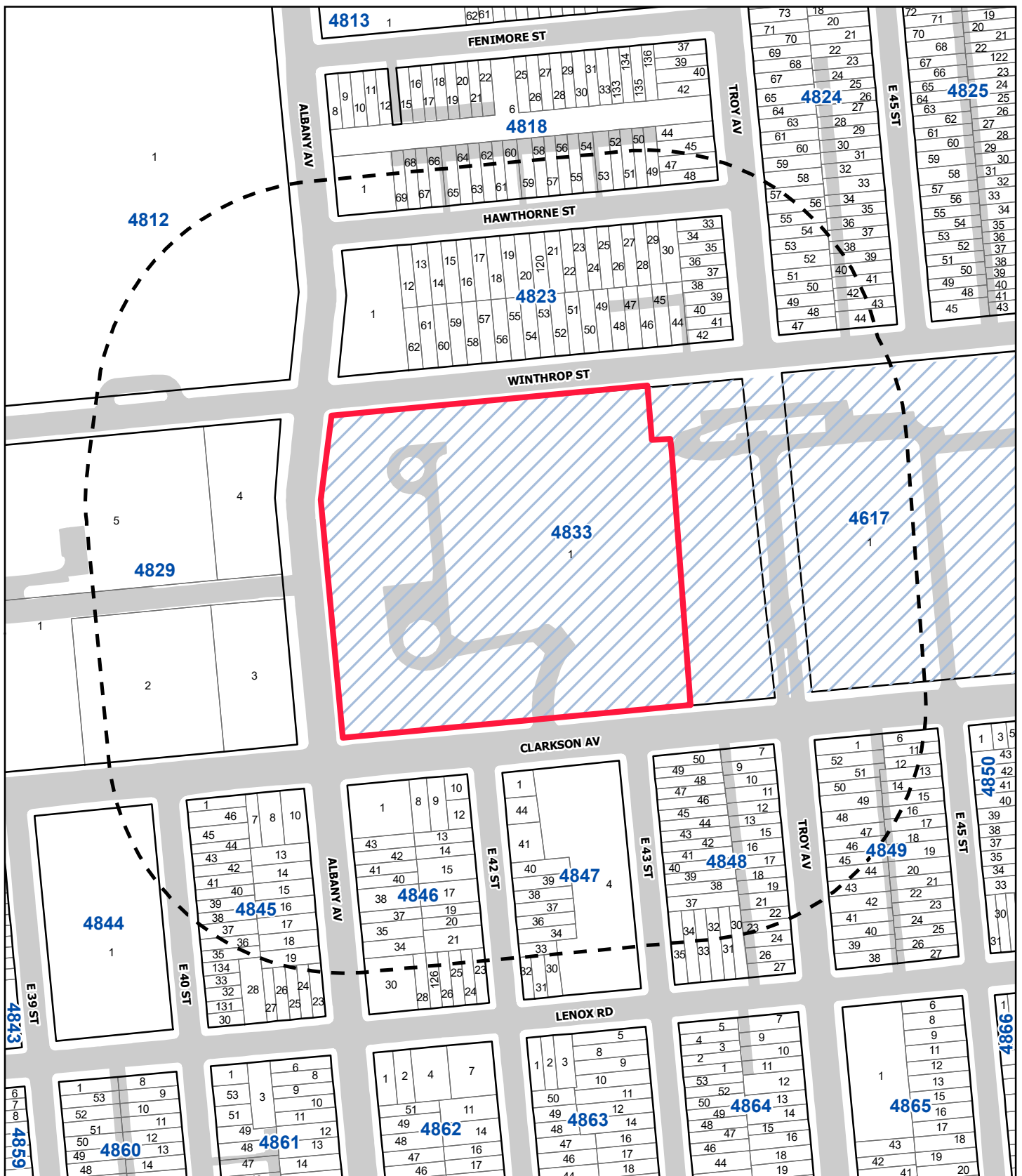
PROJECT LOCATION

KPC Mixed-Use Project



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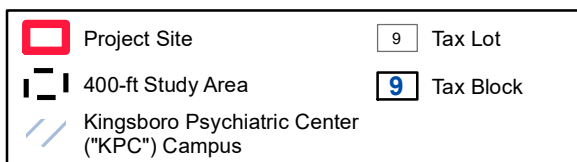
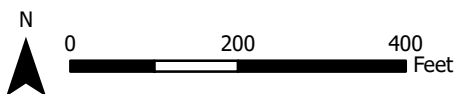
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Source: New York City Department of City Planning, MapPLUTO 22v3; STV Incorporated, 2023.

Figure 1-2

TAX MAP



KPC Mixed-Use Project



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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/AirBus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community; STV Incorporated, 2023.

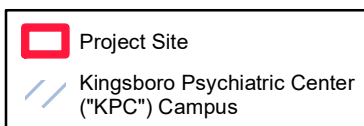
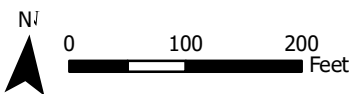


Figure 1 - 3

AERIAL PHOTOGRAPH OF PROJECT SITE AND VICINITY

KPC Mixed-Use Project



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PROPOSED DEVELOPMENT PROGRAM

ESD proposes to acquire title to the Project Site from DASNY and reconvey it to the Developer for its redevelopment as affordable housing, supportive housing, shelters, and other uses. The redevelopment would be undertaken in accordance with a GPP that ESD would adopt under the UDC Act.

The Proposed Project would provide up to approximately 1,033,039 sf of residential space (including approximately 1,090 new units of affordable housing, of which approximately 9 percent would be homeownership units, and two new state-of-the-art single-adult men's homeless shelters, which would fully replace the existing 364 beds currently available at the Project Site); approximately 8,092 sf of commercial space (a grocery store); approximately 63,071 sf of community facility space (including a Service Employees International Union ["SEIU"] facility, an emergency food provider, a ballet studio, and resident social service space); approximately 15 parking spaces, and 2.80 acres of open space, of which approximately 2.16 acres would be publicly accessible. The publicly accessible open space will be developed by Phase 2 of construction, though the portion of the pedestrian walkway north of the pavilion and directly south of and adjacent to Building #1c is expected to be substantially complete in Phase 1 (see Figures 1-4, "Site Plan," and 1-5, "Project Rendering") (see Table 1-1, "Proposed Development Program by Phase").

The Proposed Project would provide a subsidy to facilitate affordable homeownership opportunities for low- and moderate-income households. The subsidy would allow purchasers to build equity over time, while preserving affordability for future generations. All homeownership units would be affordable to households earning up to 80 percent of the area median income ("AMI"), and all homeownership units would reflect the same size and quality and reflect a mix of household sizes, including larger families.

Table 1-1: Proposed Development Program by Phase

Phase	Building	Land Use	Use Detail	Area (SF)	Resid. Units	Parking Spaces	Open Space (Acres)	Construction Period	Full Occupancy
1	1a ¹	Residential	Single-adult men’s homeless shelter	67,081	-	-	-	2024 - 2026	2027
	1b ¹	Residential	Single-adult men’s homeless shelter	74,636	-	-	-		
		Loading area	Food delivery; garbage collection	1,100	-	-	-		
	1c	Community Facility ²	Ballet studio	10,500	-	-	-		
			Resident Social Service Space	9,016					
		Residential	Supportive and general low-income housing	184,142	227	-	-		
	1d	Residential	Supportive and general low-income housing	72,579	69	-	-		
			Resident Social Service Space	6,258					
Parking						15	-		
2	2a	Community Facility	Emergency food provider	6,493	-	-	-	2027 - 2029	2030
			Resident Social Service Space	5,502					
		Residential	Supportive and general low-income housing	149,687	178	-	-		
	2b	Community Facility	Resident Social Service Space	3,917	-	-			
		Commercial	Neighborhood oriented grocery store	8,092					
		Residential	Supportive and general low-income housing	149,940			178		
2	2c	Community Facility	Service Employees International Union center	21,384	-	-	-	2027 - 2029	2030
		Residential	Senior housing	232,756	337	-	-		
		Open Space	Publicly accessible open space	-	-	-	2.16		
3	3a	Residential	Low-income home ownership	48,419	53	-	-	2029 - 2031	2031
	3b	Residential	Low-income home ownership	53,799	48	-	-		
	N/A	Open Space	Private Gardens	-	-	-	0.64		
TOTAL				1,105,301	1,090	15	2.80 ³		
¹ Buildings #1a and #1b would comprise single-adult men’s shelter facilities which collectively would provide 364 shelter beds (approximately 182 beds in each), replacing the existing 364 shelter beds provided by the two single-adult men’s shelter facilities currently operating on the Project Site.									
² Community facilities include resident social service space (e.g., storage, computer room, etc.) that is intended to be used by residents of the Proposal Project.									
³ 2.80 acres of total open space includes 0.64-acre private gardens, which would be restricted to residents of buildings constructed as part of the Proposed Project. 2.16 acres of open space would be publicly accessible.									

Source: Douglaston Development, 2023.



Source: Douglaston Development, 2023.

Figure 1-4
SITE PLAN

KPC Mixed-Use Project



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Source: Douglaston Development, 2023

For illustrative purposes only

Figure 1-5a

PROJECT RENDERING

KPC Mixed-Use Project



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Source: Douglaston Development, 2023

For illustrative purposes only

Figure 1-5b

PROJECT RENDERING

KPC Mixed-Use Project





Source: Douglaston Development, 2023

For illustrative purposes only

Figure 1-5c

PROJECT RENDERING

KPC Mixed-Use Project



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The GPP would require that 100 percent of the approximately 1,090 residential units developed as part of the Proposed Project be income-restricted, with all units affordable to households earning up to 80 percent of the AMI. The GPP would require a total of 764 general housing units, of which approximately 337 would be set aside for senior citizens earning up to 50 percent of the AMI. The GPP would also require the provision of a total of approximately 326 supportive housing units, as follows: approximately 136 units would be set aside specifically for the chronically homeless, approximately 139 units would be designated for those with behavioral health concerns (i.e., serious mental illness), approximately 25 units would be designated for young adults aged 18-25, and approximately 26 units would be designated for youth aging out of foster care (“YAOFC”) (see Table 1-2, “Proposed Affordable Housing Types and Number of Units”).

Table 1-2: Proposed Affordable Housing Types and Number of Units

Affordable Housing Types	Number of Units
General Housing	
General Population	427
Senior Citizen	337
Supportive Housing	
Chronically Homeless	136
Behavioral Health (SMI)	139
Young Adults Aged 18-25	25
Youth Aging Out of Foster Care	26
Grand Total	Approx. 1,090

Source: Douglaston Development, 2023.

All Proposed Project buildings would employ exclusively electric heating, ventilation, and air conditioning (“HVAC”) systems and passive house design. Accordingly, the buildings would reduce electrical consumption through the use of energy recovery ventilation and air-tight building envelopes.

The Proposed Project would create two new publicly accessible, privately owned driveways. One would be a one-way private driveway aligned with East 43rd Street, with an entrance on Clarkson Avenue and exit on Winthrop Street. The other would be a 200-foot-long two-way cul-de-sac driveway, with one entrance and exit located on Winthrop Street.

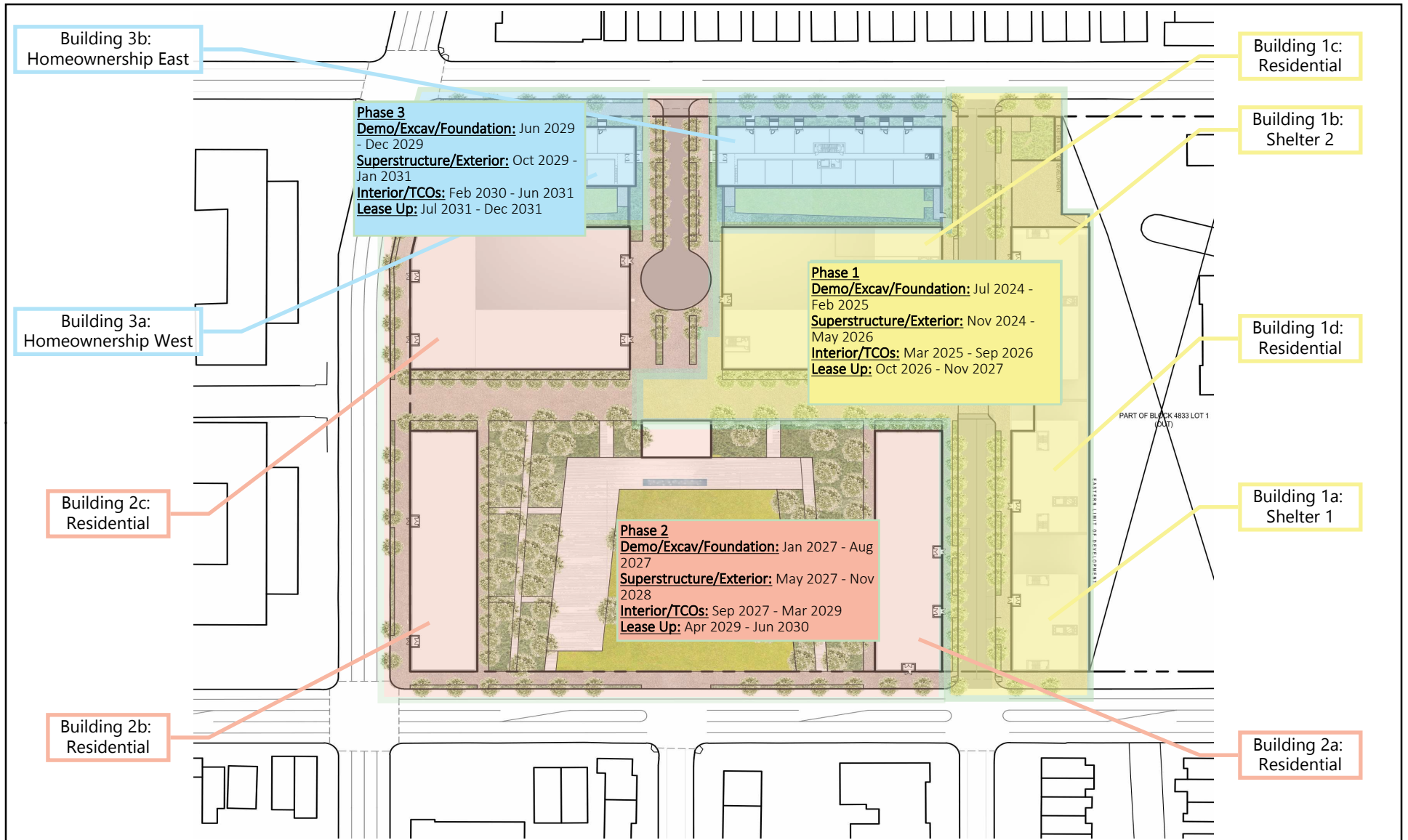
It is anticipated that construction would be undertaken in three phases, with the first phase commencing in July 2024, and the final phase being completed in June 2031, with full occupancy expected by December 2031. For the purposes of applicable EIS analyses, the estimated schedule for construction phasing and occupancy is presented in Table 1-3, “Construction Phasing Plan,” based on typical construction timelines (see Figure 1-6, “Phasing Site Plan”). The two existing single-adult men’s homeless shelters would remain in operation during construction of the new shelter facilities during Phase 1 of construction. Prior to the

demolition of the existing shelter structures, all services provided in existing shelter facilities would be relocated into the new shelter facilities located on the Project Site, serving the same number of residents.

Table 1-3: Construction Phasing Plan

Phase	Start of Construction (including demolition)	Completion of Construction	100 Percent Occupancy
Phase 1	July 2024*	September 2026	November 2027
Phase 2	January 2027	March 2029	June 2030
Phase 3	June 2029	June 2031	December 2031
*NOTE: The two existing single-adult men's homeless shelters would remain in operation during construction of the new shelter facilities. Prior to the demolition of the existing shelter structures, all services provided in existing shelter facilities would be relocated into the new shelter facilities located on the Project Site, serving the same number of residents.			

Source: Douglaston Development, 2023.



Source: Douglaston Development, 2023.

Figure 1-6
PHASING SITE PLAN

KPC Mixed-Use Project



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1.3 Purpose and Need

The Proposed Actions (defined in Section 1.4, “Required Approvals”) would facilitate the construction of affordable housing in a significantly underserved area, the East Flatbush section of Brooklyn, New York. The proposed acquisition, sale, and redevelopment of the Project Site would allow for the reuse of substantially underdeveloped acreage to provide affordable housing, including supportive housing, as well as housing for senior citizens. The Proposed Project would provide new state-of-the-art facilities to serve the residents and programs of the two existing single-adult men’s homeless shelters that would be replaced.

The Proposed Project is part of New York State’s Vital Brooklyn Initiative, a New York State community development initiative that leverages State programs and resources to improve health and wellness in Central Brooklyn. It would also improve economic opportunities in East Flatbush, which has long suffered from disinvestment and marginalization that have hindered the well-being of its residents. Residents experience measurably higher-than-average rates of obesity, diabetes, and high blood pressure, limited access to healthy foods or opportunities for physical activity, as well as higher-than-average rates of unemployment and poverty.^{1,2,3} The Proposed Project seeks to ameliorate these conditions by creating a health-centered community that provides open space, walkable access to fresh food, and proximity to a large concentration of healthcare infrastructure (Kingsbrook Jewish Hospital, Kings County Hospital, SUNY Downstate Hospital, and KPC). Furthermore, the Project would provide up to approximately 3,700 construction jobs and 389 permanent jobs. As such, the Proposed Project would provide affordable housing to an underserved portion of Brooklyn, including supportive housing and housing for senior citizens, and improve wellness and economic opportunities as part of the Vital Brooklyn Initiative.

¹ Northwell Health (2016), *The Brooklyn Study: Reshaping the Future of Healthcare Restructuring and investing in healthcare delivery in the communities of central and northeastern Brooklyn*. https://www.northwell.edu/sites/northwell/files/20830-Brooklyn-Healthcare-Transformation-Study_0.pdf

² New York City Department of Health (“NYC DOH”) Community Health Profiles 2018: South Crown Heights and Lefferts Gardens. <https://www.nyc.gov/assets/doh/downloads/pdf/data/2018chp-bk9.pdf>

³ New York City Department of Parks and Recreation; New York State Office of Parks, Recreation, and Historic Preservation; PLUTO; NYU Furman Center, 2017.
https://app.coredata.nyc/?mlb=false&ntii=prox_park_pct&ntr=Community%20District&mz=14&vtl=https%3A%2F%2Fthefurmancenter.carto.com%2Fu%2Fnyufc%2Fapi%2Fv2%2Fviz%2F98d1f16e-95fd-4e52-a2b1-b7abaf634828%2Fviz.json&mln=true&mlp=true&mlat=40.663984&ptsb=&nty=2017&mb=roadmap&pf=%7B%22subsidies%22%3Atrue%7D&md=table&mlv=false&mlng=-73.95154&btl=Borough&atp=neighborhoods

1.4 Required Approvals

The Proposed Project is expected to require the following discretionary actions and approvals, which collectively comprise the Proposed Actions:

- ESD adoption and affirmation of a GPP pursuant to the UDC Act, including possible overrides of the New York City Zoning Resolution (“ZR”) to the extent necessary to support the Proposed Project. ESD also would establish Design Guidelines (the “Design Guidelines”) for the Proposed Project that would address, among other things, use, bulk, and dimensional parameters that would be applied in lieu of zoning. The Proposed Project would be required to comply with the Design Guidelines.
- DASNY subdivision of Block 4833, Lot 1, for disposition and conveyance of the Project Site to ESD.
- ESD acquisition of the Project Site from DASNY and subsequent reconveyance of the Project Site to the Developer.
- Possible funding and/or financing from the following:
 - HCR,
 - OMH,
 - New York City Department of Housing Preservation and Development,
 - New York City Housing Development Corporation, and
 - NYCDHS.
- NYCDHS would award contracts to the Developer to operate shelter facilities.
- Termination, release, modification, and/or acquisition of a deed restriction in favor of the City of New York in a 1914 deed from the City to the State of New York for the current KPC campus site.
- Approval by the New York State Public Authorities Control Board (“PACB”) of ESD’s proposed acquisition and disposition of the Project Site.

1.5 Analysis Framework

METHODOLOGY

Because the Proposed Actions would result in development in New York City, this EIS is prepared following the format of the *New York City Environmental Quality Review (“CEQR”) Technical Manual*, and EIS analyses are informed by the guidance of the *CEQR Technical Manual*. In this way, the Proposed Actions may be assessed in a manner that appropriately reflects the urban conditions and setting of the Project Site.

ALTERNATIVES

The alternative to the Proposed Actions considered in this EIS is the No Action alternative, which considers the Proposed Project Site but without any significant change from existing conditions.

The Future With the Proposed Actions (“With Action” Condition)

Except where otherwise noted in methodologies of respective technical analyses, as described herein, most EIS analyses are performed for the analysis year 2031, when the Proposed Project is anticipated to be complete and fully occupied. The future with the Proposed Actions, or “With Action” condition, is described above in the discussion of the proposed land use improvements and the mixed-use project on the Project Site.

The Future Without the Proposed Actions (“No Action” Condition)

As noted previously, EIS analyses for the Proposed Actions are performed for the 2031 analysis year (except where otherwise noted herein). The EIS assesses the potential for the Proposed Actions to result in significant adverse impacts by comparing conditions anticipated in 2031 with the Proposed Project fully constructed and occupied (“With Action” condition or “Build” condition) to conditions otherwise expected in 2031 without the Proposed Actions (“No Action” condition or “No Build” condition).

In the absence of the Proposed Actions, no “as-of-right” development is anticipated on the Project Site. Therefore, this EIS assumes that the physical condition of the Project Site in 2031 without the Proposed Actions generally would resemble existing conditions (conditions in 2023), with continued operation of the two existing single-adult men’s shelters and no new development on the Project Site, plus additional off-site projects (e.g., not on the same lot as the Project Site) currently identified by the New York City Department of City Planning (“NYCDCP”) Zoning Application Portal (“ZAP”) and the New York City Department of Buildings (“NYCDOB”) job application permits database, as described in the methodology sections of the relevant EIS chapters.